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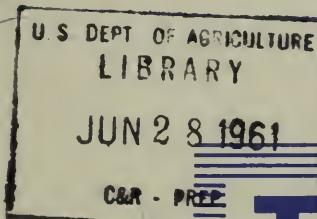
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RESERVE

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3 TRAINING IN
ADMINISTRATIVE
MANAGEMENT



Workshop,

CARVEL HALL
ANNAPOLIS, MARYLAND
SEPTEMBER 25-30, 1960

5b
U.S. Department Of Agriculture

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RESERVE

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PARTICIPANTS IN THE TAM WORK GROUP
ANNAPOLIS, MARYLAND, SEPTEMBER 25-30, 1960

Left to right:

On the floor - J. Starkey 1/, ARS; C. York, ACPS; G. Fox 1/, FS;
P. Zumbro, ARS; B. Robinson, B&F; C. Robinson, CEA; C. Hanks, REA;
J. Winter, AMS; J. Gardner, AMS; J. Lovorn, FHA; L. Gassmann, SCS;
T. Townsend, OP; N. Hurtick, SCS; C. Warren, FAS; A. Matthews, Inf.;
J. Savage, Jr., FCS.

On the platform - W. Gano, FS; T. Biddle, ARS; J. Davis, CSS;
T. McAdams, P&O; E. Mostow 1/, OGC; R. Kirby, FAS; W. Nichols, REA;
C. Hoffman, ARS; L. Tornese, OAM; W. Oakley, ARS; B. Oliveri, Lib.;
J. Flannery, FES; E. Felber, CSS; E. Hansen, AMS; C. Burkhead, AMS;
S. Thurston, CSS; M. Pierce, FS; A. Greatorex 2/, OP.

1/ Members of critique panel present only during presentation and evaluation of simulation exercise on September 30. The fourth member of the panel, J. Loftus, OAM, was behind the camera and, therefore, does not appear in the picture.

2/ Executive Secretary, TAM Work Groups.

FOREWORD

This report covers events of the second TAM Workshop for nominees from Department agencies in the Washington, D. C., area, held at Carvel Hall, Annapolis, Maryland, on September 25 through September 30, 1960. Thirty employees from 18 agencies participated in the Workshop. We have reproduced the Workshop agenda and list of participants in appendixes to this report.

As in the case of previous workshops, the stated purposes of the one held in Annapolis were (1) to assist those in management and supervisory positions to develop their skills and to strengthen their knowledge of sound management practices, and (2) to help them gain a broader understanding of the Department in terms of its agencies, functions, and programs. To accomplish these purposes, a planning committee, under the direction of Albert T. Greatorex, Executive Secretary of the TAM Institutes and Work Groups, assembled the conference leaders and speakers whose names are listed in the agenda. This report will undoubtedly fail to express adequately the participants' appreciation for the excellence of the contribution made by each of these individuals to the Workshop. Nevertheless, all can testify that the appreciation was spontaneous and genuine.

Participants in a TAM Workshop usually assume responsibility for coordinating the activities of morning and afternoon sessions and for preparing digests of the material presented at each session on the basis of individual designations made for the purpose beforehand. The person designated as coordinator for a particular session introduces the speaker or speakers for that session and, in addition, acts as discussion leader, if the speaker so desires, in those cases where a discussion period is provided. The persons designated as summarizers prepare a digest of materials presented by the speakers and summarize the activities of the program session to which assigned.

The summaries prepared under the foregoing plan at the Annapolis Workshop have been compiled and are presented on the following pages. The coordinator and summarizers for a particular session are identified at the end of the summary for that session.

The planning Committee to whom the participants are indebted for the arrangements that were made and accommodations obtained for the Annapolis meeting was comprised of the following: Dr. R. J. Anderson, Director, Animal Disease Eradication Division, ARS; Joseph P. Flannery, Director, Division of Management Operations, FES; Ed Schultz, Director, Division of Administrative Management, FS; Donald M. Rubel, Director, Fruit and Vegetable Division, FAS; John R. Beasley, Executive Officer, Work Organization and Training Committee, FHA; Calle Correlow, Chief of Production, Motion Pictures Service, Inf.; Stanley J. Dorick, Deputy Director, Administrative Services Division, AMS (TAM Institute Graduate); William C. Laxton, Director, Personnel Division, AMS (TAM Work Group Representative); Albert T. Greatorex, Employee Development Officer, OP (Executive Secretary, TAM Work Group).

Committees established at the Workshop, on at least one of which each participant had to serve, are listed in one of the appendixes. Professional assistance received from the Library through Mrs. Blanche Oliveri on the Library Committee accounts for the very fine bibliography also included among the appendixes.

- Editorial Committee

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WELCOMING ADDRESS

by

JOSEPH P. FLANNERY

Mr. Flannery appeared in a dual capacity. As a member of the Planning Committee for the Work Group, he welcomed the participants to Annapolis. But he was also reporting as a participant himself and therefore expected to be present with the rest of the group in the sessions to follow.

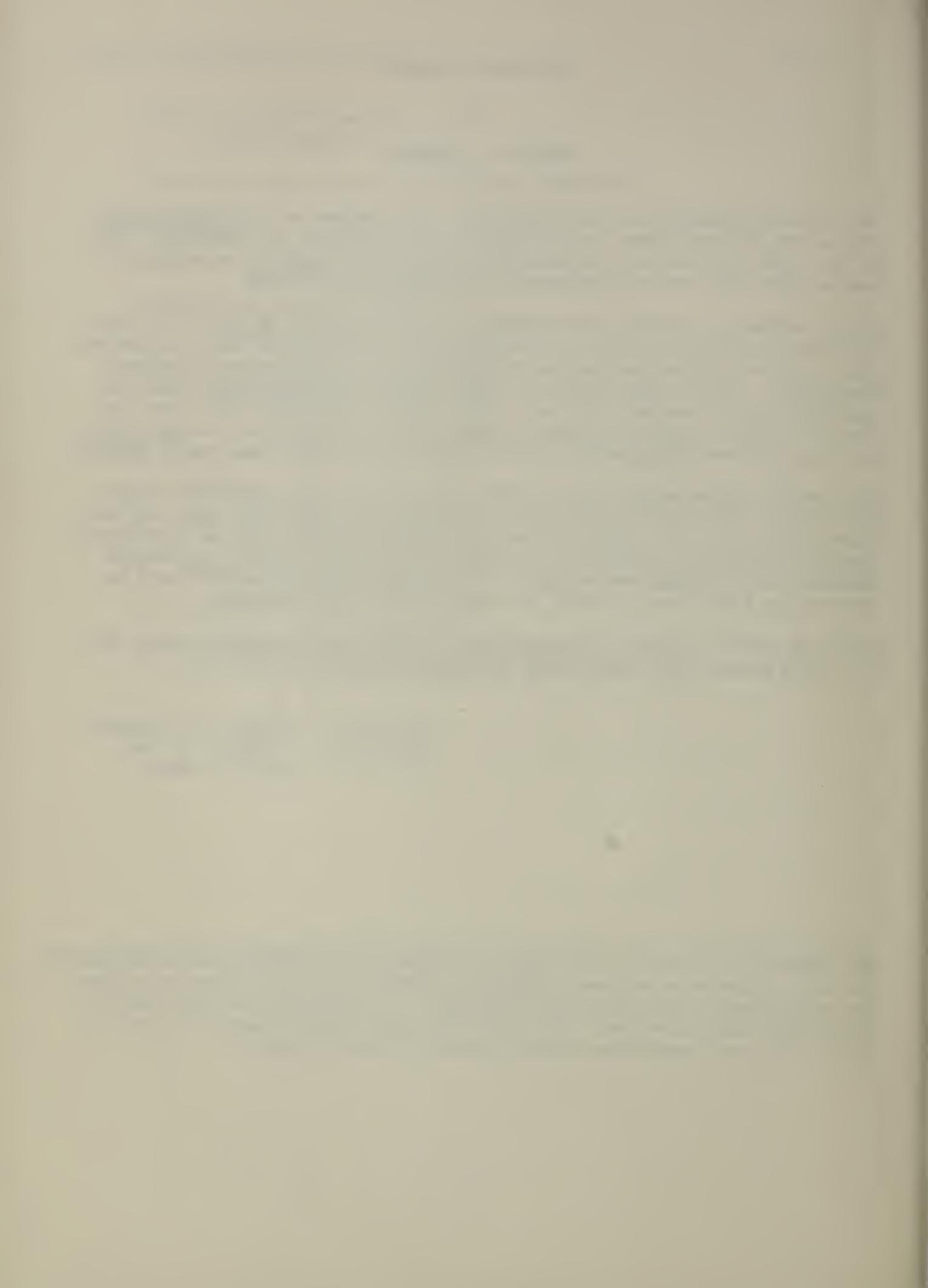
In his welcoming remarks, Mr. Flannery invited the group to seize all opportunities that would be presented during the week to improve their understanding of the activities and responsibilities of the various agencies of the Department. He said there would be opportunity to exchange ideas with the speakers and, of course, with each other. Topics had been chosen and, in fact, the whole program designed to help those in attendance increase their knowledge of sound management practices and develop their management skills.

The speaker acknowledged, with thanks, the help received from Ernest Betts, Director of Personnel, in developing the program for this Work Shop and for spearheading the TAM activity throughout the Department. And he particularly thanked Al Greatorex, Executive Secretary of the Work Groups, for devoted attention to arranging and managing the essential activities that must be attended to beforehand in order to assure a successful meeting.

Following these remarks, the coordinator for the Sunday evening session had all those present rise and briefly introduce themselves.

- Coordinator: Charles E. Robinson
Summarizers: Clifford W. York
Paul B. Zumbro

Mr. Flannery is Director, Division of Management Operations, Federal Extension Service. A graduate of George Washington University with a major in accounting and business administration. He entered the Department in 1940 with the Farm Credit Administration. He served with Agricultural Research Service in Mexico City and transferred to his present position in 1954.



BACKGROUND AND OBJECTIVES OF TAM PROGRAM

by

JOSEPH P. LOFTUS

Mr. Loftus stated that the TAM program is designed to meet real needs in the Department of Agriculture. According to one survey, 75 percent of the employees in grade GS-12 and above had no formal management training. Since 1948, more than 1,600 persons have attended TAM Institutes or Workshops.

The objectives of the TAM program are to:

1. Develop management attitudes, skills, and abilities in the middle and top management levels of the Department.
2. Broaden understanding of USDA.

For real progress, we need understanding, cooperation, and teamwork.

The Workshop is an opportunity for self-development and participants are exposed to new ideas.

Management ability is not something inborn but is something that is acquired. It is something to be cultivated for it makes possible productive use of resources.

Our responsibility as Government workers is to produce results contemplated by authorizing legislation.

- Coordinator: Charles E. Robinson, CEA
Summarizers: Clifford W. York, ACPS
Paul B. Zumbro, ARS

Mr. Loftus, Director, Office of Administrative Management, USDA, since January 1957, is a graduate of St. Mary's College, Kansas. In 1956, he received a Superior Service Award from the USDA. Mr. Loftus served in the General Accounting Office, the Social Security Board, and the USDA Office of Budget and Finance before attaining his present position.

BROADER UNDERSTANDING OF USDA

by

MAX P. REID

Mr. Reid emphasized the organizational complexity and diverse programs of the Department. He distributed copies of a questionnaire on relationships and functions of the agencies which impressed on the audience how complex and varied the Department has become. In reviewing its history, Mr. Reid dwelt on some of the features that have made it difficult not only for the public at large but also even for old time employees to understand and appreciate fully all that the Department has contributed to the general welfare. The major points covered in his presentation were these:

1. The primary mission of USDA in 1862 (the year it began) was to conduct research on agricultural problems and disseminate the results to farmers.
2. The primary mission has not changed but it has been expanded to include regulatory services and action programs that affect nearly all segments of our economy.
3. The action programs are at the heart of most of the controversy over present-day USDA operations.
4. The action programs are necessary because of economic imbalances in agriculture.
5. Agricultural policy is largely concerned with the problem of what to do with agricultural surpluses. Are surpluses a plague or a blessing?
6. Surpluses are the result of long term trends in American agriculture based on amazing production techniques developed by scientific and professional workers in the USDA and the land grant colleges. The industrial revolution, a coincident phenomenon, is part of the backdrop against which these surpluses can be more understandably viewed.

Mr. Reid completed his presentation by showing slides from "A Guide to Understanding the U. S. Department of Agriculture," a series prepared by the Office of Personnel on the organization and functions of the Department.

Coordinator: Charles E. Burkhead, AMS
Summarizers: Job K. Savage, Jr., FCS
Monte K. Pierce, FS

Mr. Reid is Assistant Director of Personnel for Personnel Management, USDA a position he has held since December, 1957. A graduate of the Utah State Agricultural College with a B. S. degree in economics, he came to the Department in 1940 with the Bureau of Agricultural Economics. He transferred to the Office of Personnel in 1943.

THE PUBLIC EXECUTIVE'S ENVIRONMENT
by
DR. O. GLENN STAHL

Dr. Stahl described the elements surrounding and qualities needed by a government executive in any branch of the service. He emphasized the importance of the executive's role and the vast significance that attaches to what is done by the executive and how it is done.

The proper exercise of executive power requires courage and discretion in the administrator. For discretion he needs the power of self-discipline. The courage he needs is the courage to innovate. One of his major functions is not only to carry out the programs for which he has present responsibility but to carry them out in such manner as will shape the great issues of the future.

"Bureaucrat" is a bad word. To avoid being one, the executive must have intellectual curiosity. He must be able to think creatively.

He must maintain high ethical standards. As corollary to this, the speaker observed that one cannot raise the standard of ethical behavior in the public service without something happening to bring the standard higher in the rest of our culture first.

The decisions that the executive makes must be based on a consideration of what is best for the greatest number of people.

He must recognize the dangers and limitations of over-specialization. At least he should be skeptical and careful about the tendency to over-specialize. There is probably no such thing in our civilization as a generalist. We all specialize. But every administrator reaches a point in his career where he needs to know a great deal more than his specialization.

Dr. Stahl illustrated these and other important characteristics of the good executive by apt quotations from numerous authorities from Edmund Burke to Peter Drucker. He especially recommended an article by Harold Laski in Harper's Magazine of 30 years ago (December 1930) on the "Limitations of the Expert" and the more recent book by Peter Drucker entitled Landmarks of Tomorrow.

Coordinator: Charles E. Burkhead
Summarizers: Monte K. Pierce
Job K. Savage, Jr.

Dr. Stahl is Director, Bureau of Programs and Standards, U. S. Civil Service Commission. A native of Indiana, he attended the University of Wisconsin where he received his master's degree, and New York University, where he earned his doctorate. His wide experience in government includes service with the Tennessee Valley Authority and the Federal Security Agency. He has lectured in the USDA Graduate School and at American University, where he is now teaching a course in public administration.

HOW MANAGEMENT OF GOVERNMENT IS DIFFERENT
By
CECIL E. GOODE

Mr. Goode said that while differences between business and Government exist, the importance of these differences can perhaps be best expressed as differences in objectives.

Public service gives special opportunities and challenges to the Government executive not available to the businessman.

The high purposes of governmental activity provide personal satisfaction through inner recognition of real accomplishment in terms of the public good. The attainment of these purposes is not easy. In addition to a high level of technical competence, ethical standards of the highest order are demanded by Congress and the public.

To the extent that there is a lack of confidence in the ethics of the Government worker, it results from the publicity given to the occasional violations. There is no reason to decry this. The Government employee entering public service must accept the fact that he lives and works in a goldfish bowl. After all, we are conducting everybody's business, and everybody has a stake in our activity.

- Coordinator: Joseph P. Flannery
Summarizers: J. C. Winter
Clifton C. Warren

Mr. Goode is a Management Analyst, Office of Management and Organization, Bureau of the Budget. He has a B. S. and M. S. degree from Purdue University. Mr. Goode is a part-time lecturer at George Washington University. Since 1955 he has been the editor of Personnel Administration, published by the Society for Personnel Administration.

GOVERNMENT MANAGEMENT PROBLEMS AHEAD

by

THOMAS D. MORRIS

Mr. Morris prefaced his talk by saying he would like to broaden the subject to include the problems that managers in our society, not merely in the government, will have to cope with in the years ahead. He wished to share with us ideas currently held about the important questions of where do we stand in world society, where are we when we consider our position from the point of view of past experience, and where will we be in terms of what we can foresee of the future? What administrative changes are needed to improve policy leadership?

He stated his thesis as being the need to enter upon new management frontiers, which he then defined or identified as follows:

1. How to organize and manage our international relationships and interests?
 - a. An explosion of progress has taken place in this century.
 - b. The free world is confronted with unprecedented economic problems.
 - c. We have less than 1/10 of the world's population but 2/3 to 3/4 of the world's income--a challenge and a threat.
 - d. We are more dependent on foreign nations than ever before: exports for our surpluses; imports for our needs.
2. How to organize and manage rapidly advancing knowledge in the scientific and technical field?
 - a. Explosion of knowledge in physical sciences--USSR makes more use of that knowledge, exceeding our rate of introduction of new weapons by 50 per cent.
 - b. Economy growing at rate of 3 to 4 per cent a year--technical investment growing at rate of 7 per cent a year.
 - c. Pace of technical growth out-running our management capacity--not utilizing our resources as wisely or effectively as we could.
 - d. If the rate of increase in cost of research and development continues it is conceivable that the U.S. Government will eventually have to finance all R & D work.
 - e. Is new Department of Science needed?
3. How to organize and manage the new computer technology?
 - a. Cost of automatic data processing equipment \$1/2 billion a year.
 - b. Investments and improvements in hardware have outrun ability of people to use it effectively.
 - c. Coming are computer libraries, teachers, etc.
 - d. More precise thinking necessary if ADP to be used successfully.
 - e. There is lack of understanding of problems being created by new computer techniques.

Mr. Morris is Assistant Director, Office of Management and Organization, Bureau of the Budget. A graduate of the University of Tennessee, he has had wide experience in management positions in both government and private industry, including ten years as partner in the firm of Cresap, McCormick and Paget. He was Director of Management Planning and Assistant to the President, Champion Paper and Fibre Company, immediately prior to taking his present position with the Budget Bureau.

4. How to organize top echelons of government to make the President's job more effective?
 - a. A primary need is thorough-going study of total structure of government.
 - b. Complex requirements of government to meet needs of modern life.
 - c. As of now, 1/3 of gross national product is spent for services and cannot be greatly expanded.
 - d. We need national coordination of taxing and spending policies at all levels of government.
 - e. As matters stand, no important government programs can be expanded (i.e., missile development, education, etc.) without cutting present less desirable programs.
5. How to manage human side to obtain effective results?
 - a. Conventional organizational theory is negative approach to use of human talents.
 - b. Management lacks effective communication through echelons below first or second level. Lack of comprehension below of key goals and objectives.
 - c. Management staffs need to be reoriented to all levels of operation--actively aid in accomplishing program objectives.
 - d. Staff elements have made least progress--preoccupied with "rules of the game."

In concluding his discussion of the roles of line managers and staff elements to promote efficiency and effectiveness in carrying out major program objectives, the speaker pointed out that the manager needs reorientation to produce effective management. Management is a series of complex roles. The manager needs to know the best techniques and how to use them. He should learn to concentrate on the things necessary for tomorrow and discard the obsolete. He should learn to build on strength, instead of weakness.

On the other hand, speaking of the preoccupation of staff elements with "rules of the game," the speaker advised the merging of staffs, that giving administrative elements separate status should stop. He said the traditional concept of staff as control creates difficult problems at operating levels. Staff elements should support all levels of organization. Their function should be service, not regulation. Review of both line manager and staff element functions is badly needed.

In the discussion at the end of Mr. Morris' talk, the question of contract management in government was raised. Mr. Morris said the Harvard School of Business, under a grant from the Ford Foundation, was making a study of Department of Defense use of contracts to carry out program objectives. D of D contends it is "buying time" in developing weapons systems. On the policy of "getting the government out of private enterprise," the comment was that this policy was subject to abuse. More study should be given to relative costs before policy is given effect. The speaker was asked about the study being made by Brookings Institute on the desirability of government employment. He replied no results were yet available but they should receive respectful attention. The Bureau of Labor Statistics is also conducting a comprehensive survey in 80 metropolitan areas, comparing government with industry employment. It is planned as a continuing annual duty of BLS.

The Bureau of the Budget is also making a study of management improvement in 27 agencies. Objective is to reactivate the leadership of the Bureau in management practices that have lapsed into disuse in recent years and to find ways of improving functions. It may be advisable to reprogram many government activities.

Coordinator: Joseph P. Flannery
Summarizers: J. C. Winter
Clifton C. Warren

WORKING EFFECTIVELY WITH PEOPLE

by

DR. ARTHUR R. LANEY, JR.

Dr. Laney discussed basic human needs, assumptions about human behavior, implications of the human drive to satisfy needs, and how to apply some of these assumptions or conclusions in supervising groups of scientists, engineers or other predominantly professional and technical groups. As backdrop for this discussion, he distributed to the participants at the beginning of the session an outline and excerpts from recent studies, as follows:

Maslow's Classification* of Basic Human Needs

First Level: The most essential body needs--to have access to food, water, air, sexual gratification, warmth, etc.

Second Level: Needs that relate to physical safety--to avoid external dangers or anything that might harm the individual.

Third Level: Needs that relate to love--to be given love, affection, care, attention, and emotional support by another person or persons.

Fourth Level: Needs that relate to maintaining satisfying relationships with others--to be valued, accepted, and appreciated as a person to be esteemed and respected; to have status; and to avoid rejection or disapproval.

Fifth Level: Needs that relate to achievement and self-expression--to be creative and productive; to perform acts that are useful and valuable to others; to realize one's potentials and translate them into actuality.

Dr. Laney commented that levels 1 through 3 are important to the physical and mental health of everyone. Levels 4 and 5 are particularly important to persons in administrative positions. Their needs must be satisfied even though more tangible rewards such as increased salaries cannot be given.

Assumptions of Lindgren's Dynamic Approach to Human Behavior*

1. All behavior is caused.
2. All behavior is purposive.

*Source: Psychology of Personal and Social Adjustment, by Lindgren.
American Book Company

Dr. Laney has had twenty years of experience in personnel work with the Washington Gas Light Company, where he is now Assistant to the Director of Personnel. He was educated at George Washington University where he is currently Lecturer in Psychology. He is a member of the American Psychological Association, national honor societies in psychology and psychodramatics, and a past president of the Washington Personnel Association.

3. Causes and purposes are multiple.
4. Behavior is a continuing process.
5. Behavior involves the total human organism.

Concerning point 4, Dr. Laney said that what a man's behavior may be today is based upon past experience, and concerning point 5, the total referred to means the subject's whole life, including his home life.

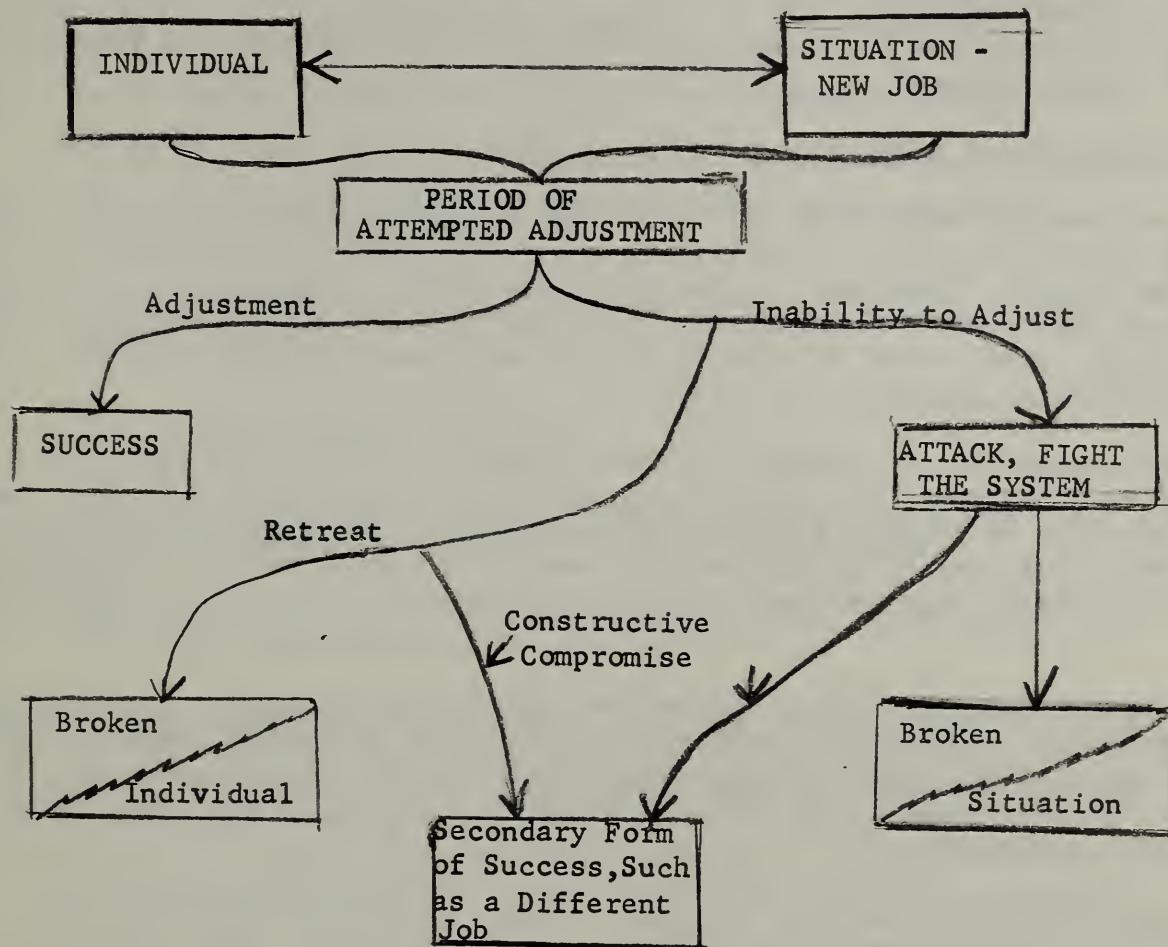
The question that arises is why do we have problems if people understand the foregoing. The answer lies in the individual's inability to satisfy the needs outlined in Maslow's classification.

Common Reactions to Frustration*

1. Adjustment by defense:
 - a) Attention-getting - any act that makes a person the focus of other people's behavior.
 - b) Compensation - the overemphasis of a type of behavior, to reduce tension.
 - c) Identification - vicarious achievement and tension reduction.
 - d) Reaction Formation - adoption of an attitude opposite to the one that produces anxiety.
 - e) Rationalization - giving socially acceptable reasons for sub-standard behavior.
 - f) Projection - perceiving in others motives and traits which arouse anxiety.
2. Adjustment by escape:
 - a) Seclusiveness or isolation.
 - b) Negativism - refusal as a defense.
 - c) Daydreaming.
 - d) Regression - attempting to solve difficulties by returning to a type of behavior which was once acceptable but which is no longer appropriate.

*Source: The Psychology of Adjustment, Shaffer & Shoben, 1956,
Houghton Mifflin.

To show the meaning of a person's adjustment or failure to adjust to a situation (e.g., a new job), Dr. Laney used a blackboard diagram which looked something like this:



3. Fear and Repression:

- Normal fears.
- Directly conditioned fears.
- Phobias, or irrational fears.
- Selective forgetting.
- Repression - one of the least constructive adjustment mechanisms.
- Obsessions - recurring thoughts or desires that a person regards as false, useless or annoying, but from which he cannot free himself.
- Compulsions - irresistible tendencies to perform some action, even when it is known to be unnecessary or absurd.

4. Adjustment by Ailments:

- Neurotic symptoms.
- Occupational paralyses.
- Malingering.
- Speech problems.

5. Nonadjustive Anxiety States:

a) Nonadjustive reaction	DRIVE	ACTIVITY	LACK OF ANY ADEQUATE MECHANISM	UNREDUCED DRIVE (Anxiety)	MAINTAINED EMOTIONAL TENSION
b) Common worry.					
c) Hypochondriasis.					
d) Somatization Reactions - ulcers, essential hypertension, asthma, etc.					
e) "Nervousness"					

Is Satisfaction of Needs Enough? Some Implications for Administrators*

"We know from our experience that our needs are never wholly satisfied. As soon as one of our needs is satisfied, new and different needs appear in an unending stream. Therefore, if employees are always reaching out to satisfy new needs, new hopes and ambitions, it cannot be said that satisfying a static set of basic human needs is enough to help management provide a dynamic urge for employees to produce.

"Our goal cannot be to provide the kind of empty satisfactions that lead to complacency, laziness, and lack of responsibility for results. Instead our goal should be to provide a well-organized working environment where physical and mental obstacles to production are removed and where people are challenged to optimum effort because they see this as worthwhile and soul-satisfying for them.

"This implies aggressive and inspired and sensitive leadership, high standards of performance, and adequate discipline which leads to mutual respect. In such an environment employees see management creating opportunities for them to grow and to utilize their physical and mental skills in meaningful work under good supervision.

"Employees should be expected and will like to assume responsibility to participate in the planning and achievement of goals which they understand and helped to formulate. Self-imposed discipline and social controls within work groups will gradually take over so that outside pressures from supervision can be reduced.

"In this kind of working environment, respected people will be much more likely to feel that their own goals can best be achieved by directing their freely given energies toward organization objectives which they understand, accept, and consider worthwhile for the long-run future."

Excerpts from Book: Characteristics of Engineers and Scientists, by Danielson.
(Bureau of Industrial Relations, The University of Michigan, Ann Arbor, 1960)

"Members of higher management should devote considerable time and effort to:

- (1) assessing the managerial potential of their present technical employees,
- (2) determining their aspirations and their reasons for them,

*Page 177, Human Relations in Administration, by Saltonstall; McGraw-Hill, 1959.

- (3) exploring the avenues of advancement available, and
- (4) providing training so as to prepare the professionals for advancement."

"A supervisor can expect his (technical) subordinates, in general, to seek and find (job) satisfaction if they:

- (1) can complete a task that yields a visible result in which they can take pride,
- (2) can feel that they are creating something which requires imagination and ingenuity,
- (3) are faced with a challenge that they feel can be met if they extend themselves,
- (4) have a purposeful variety of job assignments which may include some related routine functions,
- (5) are able to contact others within or outside the company with whom they can share ideas and gain personal recognition,
- (6) have the support and trust of the supervisor, as evidenced by direction commensurate with ability."

Engineers and scientists are perceived by their superiors as differing from other workers in: a. APPROACH TO JOB - more responsible, objective and involved in their work; b. SUPERVISION DESIRED - greater freedom, more individualized and less routine supervision; c. RECOGNITION DESIRED - greater need for tangible and intangible rewards for their work and ideas; d. PERSONALITY CHARACTERISTICS - more ambitious, creative, analytical, introverted and emotional; and GOALS - broader, higher and more definite.

Dr. Laney was of the opinion that the foregoing evaluations and criteria could be applied not only to engineers and scientists but to other technical personnel as well.

- Coordinator: Terry J. McAdams
Summarizers: John J. Gardner
Albert W. Matthews

SELECTING AND DEVELOPING MANAGERS
by
WM. F. ROGERS

Mr. Rogers thought the topic should be expanded to read: Selecting and Developing Managers for What? He has found that subordinates want to do what their supervisors want them to do. Management's main problem is to communicate so plainly and effectively that everyone will know exactly what it wants.

I. The speaker outlined criteria general to any topic in the field of management as follows:

- A. Determine whether anything said on the subject is in fact true for yourself or is merely another man's opinion. One should only work with what he believes is true for himself. (This was based on the observation that management has not become such a formalized body of knowledge that it is possible for any practitioner to establish a particular set of principles as the best to apply under any circumstances. One should apply whatever is offered in this respect only as far as his personal experience tells him he can.)
- B. Realize that the more you know, the less you know. If (X) represents all we know, we add to it in three ways:
 1. I - impression
 2. R - repetition
 3. A - association

Everything we add has to be related to what we already know. What we don't know borders on the field of what we know. When our field of knowledge grows, we must realize that the borders where we find our ignorance have also grown.

- C. Beware of paper fascination. What is written down, published or punched into a card for IBM processing is not necessarily, for that reason, right, perfect or true.

II. Organizing human activity to accomplish a mission

- A. Establish control
- B. Provide for proper timing
- C. Remember attitudes are important

Mr. Rogers is the Director of Personnel for Giant Food, Inc. A graduate of Arkansas College, he took graduate training at Tulane University and the University of Florida. He came to Giant Food in 1955 from the Navy Department where, as assistant director of departmental personnel, he was the architect of the Navy's executive development program for career specialists in civilian management. Mr. Rogers is a member of the Washington Personnel Association, the Society for the Advancement of Management, the Society of Personnel Administration, the American Society for Public Administration, and the Training Officers' Conference.

III. Nature of Human activity

- A. We are creatures of habit
- B. We resist change
- C. Learning involves departure from patterns
- D. In dealing with people, you have to consider what they do, think, and feel
- E. Mental blocks hamper learning
 - 1. Automatic reaction to experts, military men, and bureaucrats
 - 2. Mental blocks we have about short cuts and labels

F. Essential that we obtain accurate and authoritative information

IV. Management traits

- A. Manager not an average person
- B. Will generally have worked his way up through some specialization
- C. Positive self-identification with organization
 - 1. Believes job is important
 - 2. Believes in mission
 - 3. Believes in role of agency and its objectives

D. Responsibilities of leadership

- 1. Top echelon
 - a. Planning
 - b. Public relations
- 2. 2d echelon
 - a. Planning
 - b. Evaluation
- 3. 3d echelon
 - a. Planning
 - b. Coordination
- 4. 4th echelon
 - a. Planning
 - b. Evaluating
 - c. Supervising
 - d. Interpreting

E. Qualities of a good manager

- 1. Ability to speak to groups
- 2. Ability to write
- 3. Ability to interview (to ask the right questions)
- 4. Ability to use elementary statistics
- 5. Ability to consult the proper authority
- 6. Student of human relations
- 7. Ability to keep personal calendar

8. Ability to apply intermediate deadlines
9. Reads selectively

In summary: the organization of human activities to accomplish a mission is the theme. To accomplish the mission it is essential that you know what you are after and the people accomplishing the mission know what is expected of them. This requires clear thinking, direct, specific and lucid communications. It contemplates that people responsible for carrying out the mission have the competence and facilities to do so. Most subordinates want to do exactly what management wants them to do when they know exactly what management wants. The accomplishment of missions involves control, timing and attitudes of people. Being creatures of habit, and being comfortable in those habits, people resist change. Managers must create a climate for acceptance of departures. Managers must know what people do, think and feel to facilitate accomplishment of missions.

Management experts give information based upon experience and research. Unless the management techniques are used, the immediate mission of management training fails. With it all, however, common sense, good judgment and visualization are essential. Troubles may arise when people ignore instructions or when they follow them to the letter. In short, have, know, and understand mission, pursue it with enthusiasm, drive, and diligence. Know human nature and behavior, and what motivates people.

- Coordinator: Riley H. Kirby
Summarizers: N. J. Hurtick
W. J. Nichols

ORGANIZING FOR EFFECTIVE ACCOMPLISHMENT OF PROGRAM

by

DR. DAVID D. LEVINE

Dr. Levine spoke first about organization. He pointed out that accomplishment of program is primarily a procedural concept. Organization and planning and programming are likewise procedural concepts. All organization is line organization. All organization exists to help the line accomplish its work. Everything else is incidental and mere superstructure.

Planning is a second important management concept. It has become the "punching bag" of all people who feel that the main thing is "doing."

Planning is not forecasting. It is not trying to say what we shall do now or two years from now. It is decision making, not crystal-ball gazing.

Planning in this context means trying to determine what decisions must be made today in order to be in some particular position that we desire to be in some time in the future. Whether it is long range, short range, or intermediate, we must plan where we want to be today, tomorrow, five years from now.

Planning is not not a method for determining risk. It merely enables one to decide today which risks he will take to achieve the objectives he wishes to achieve in the time he has given himself to do that.

If the foregoing is true, then we must accept the necessity for getting the kind of data that will make planning rational and give it some degree of certainty of outcome.

In the government work area, planning begins with a law, and proceeds from there through the budget process; but budget work is not planning. It is an aspect of and precedes planning, but it is not planning itself. Budget officers foster the view that it is planning, but it is not.

Since a planning unit is seldom established for the line official in charge of a division or other organizational segment, he has to do his own planning because he has to organize his outfit for accomplishment. So we come back to the idea that basically all planning, all organization concepts stem from a procedural approach. Unless they do, all organization structure and planning will be an obstruction to procedural flow and effectiveness.

Organization and procedures should be synonymous.

Dr. Levine is Planning and Program Officer in the Systems and Procedures Division, Office of Administration, General Services Administration. He earned his doctorate at American University where he teaches courses in organization and management, production planning and control, and systems analysis and work measurement. He is a contributor of management articles to public administration journals, a member of the American Society for Public Administration and a member of the American Political Science Association.

How to set about organizing for production?

- I. First, one has to determine his goals--program and administrative.
 - A. Legislation gives us our program goals.
 - B. Three factors influence our administrative goals: speed, economy, quality; i.e., how fast must we do the job, at what cost, and to what quality level?
 - 1. Impossible to achieve all three administrative goals to maximum degree--if we emphasize speed, we sacrifice degree of quality; if we want high quality, we must surrender a degree of economy.
 - 2. So we approach administrative goals with an air of compromise.
 - 3. Importance of cycle of time in production context--thing that leads to establishment of field offices, for example--because we want to give fast cycle time to individual consumer.
 - 4. One can divide factor of economy into many different types: of costs, of scarce skills, of scarce equipment, etc.
 - 5. Quality also differs in kind--inspection will guarantee quality of product; form paragraphs give quality of consistency; inspection or statistical control will give quality based on accuracy or minimum errors; establishment of field offices will assure quality of convenience to the public; etc.

- II. Next, one has to take up the problem of how, under given conditions, the activities of an office should be handled. Here is where the desired sequence, rate, etc. of doing things is considered. The problem is one of determining how the work should flow. There are three ways:

- A. Serial plan--the concept of the straight line operation, or belt line, or mass production.
 - 1. Description and advantages: work all goes in one end, comes out at the other. Second step cannot be taken until first is completed. This is production line H. Ford first perfected. U. S. famous world over for this kind of production planning. Now an impossibility in terms of Ford's own activity, as H. F. would be first to admit if he were alive today. Requires breaking job down into its components. Then lay out production line in each unit. People in each unit completely trained in processes of their unit. Specialists in the true sense of the word. Enables one to hire people from a wider market. Less training required. If you need certain skills in this line that are high and hard to get, it is easy to establish a unit at any point designed to utilize those skills to the fullest.
 - 2. Disadvantages: Emphasizes monotony and disassociates people in the work flow from the end product. Multiplies number of supervisors, which involves possibility of different interpretations of what goals are. One supervisor emphasizes quality, another speed. Difficult to determine under this system what is administrative goal. Big boss may know, but more supervisors there are, the harder to get uniform understanding. Costs higher because of greater number of supervisors created. Bottlenecks develop because of large number of units, so work flow is impeded and speed cut down. Hence it doesn't necessarily give best customer service

although it may create greatest number of units produced.
Also creates tendency to increase controls.

B. Parallel plan--separate units established to provide within each the skills found in all the units combined under the serial plan. Everybody in each unit knows everything there is to know about the work from beginning to end.

1. Advantages: Where one is dealing with a large operation involving the processing of a mass of paper work, this plan makes it possible to distribute the workload evenly (divide by letters of the alphabet, etc.). Or, where one is dealing with problems indigenous to separate regions or areas of the country or the world, it provides for use of special knowledges people have of the different areas (European, African, Far Eastern divisions, etc.). Capitalizes on scarce skills relating to knowledge of separate areas, based on training and abilities of individuals. Also provides flexibility based on transferability of employees that results from skills developed in one unit being more closely related to skills required in another than is generally true of skills developed between units in serial plan of operation. Parallel plan seems to be more concerned with customer service than with speed, which is overriding consideration of the serial or "production line" plan.
2. Disadvantages: Unless you have large operation involving, for example, the massive processing of paperwork, this plan creates problem of how to distribute the work load. Also, the plan requires staffing with relatively higher skilled employees. Therefore, it will cost a little more. But hiring higher skilled people may increase acceptability of product, which would be a compensating feature. Coordinating work of units under this plan may be complicated by reason of work being organized internally according to serial plan in one unit, parallel plan in the next, and combination of serial and parallel in the third.

C. Unit assembly plan--the one in operation where you find a dozen men crawling over a huge dynamo, each contributing his know-how to setting it up or maintaining it. Or, in the paperwork area, where multiple copies are sent to one office, which distributes one copy to each division involved and has each return to central place after processing that part for which it is responsible (system that enabled WPB to process 125,000 applications a day during the war). Since activities are completed simultaneously, this plan enables one to reduce time required to complete each case, compared to time it takes under either of two other plans.

Following his careful examination of these ways of organizing for work, the speaker stopped to discuss the importance of improving methods to the extent possible as the first step in building any new organization or any reorganization. He also discussed how to level off peaks and valleys in work load (serial plan of organization is one of the best ways to do this. By bringing

all work operations into one or the other steps of serial plan, one helps eliminate fluctuations in the work load. If problems keep breaking out under this plan, relatively simple to set up a trouble shooting unit to which to refer all problem cases).

Question was raised during Dr. Levine's talk about the impact of ADP (automatic data processing) on problems of organizing the flow of work in offices. He suggested in his reply that one consider an organization that had grown up using first the customary office-type of machine. After an automatic data processing unit is introduced, one begins thinking about how to organize to utilize the new machine to the full extent of time available. One would not want to put the machine where the work load would not warrant it. With this in mind, the tendency would be to think of the serial plan of organization as the system to install to maximize machine capacity. This plan is adaptable to machine use. The parallel plan is not, although it would be possible to install the serial plan in any or a number of parallel units and thus have within the parallel plan a system that would accommodate use of machines.

However, even with ADP, we still have consumers to consider. Machines may serve to reduce number of people we need as workers at any one point, but customers won't be able to speak to machines so we will still have to have employees located at places where customers or consumers are whom our organization has to meet and to whom it must speak at those locations.

ADP suggests the desirability of recentralization, but we really don't know, after all our decentralization, how much reorganization the machines may make necessary. Remember organization is procedures. We know we can get information faster from machines--more efficiently, we say, but we mean merely faster. We could take a poor operating procedure and do it faster with the new machines. But this is not the way to approach the problem. If we install new machines just because we think it is desirable to do this to get work done faster, we will live to find out this was not the decision to make.

No one has settled, so far, how far we can go to impose this tremendously compelling recentralization force on a completely decentralized organization.

Coordinator: Stanley K. Thurston
Summarizer: Thomas T. Townsend

DECISION MAKING
by
PROF. GILBERT C. JACOBUS

Decision making is basically a very personal proposition. It is choosing among alternatives. Decisions are made by people. Therefore, an understanding of people must be considered. In case of default, situations rather than people can make decisions. People often have to face up to decisions made by others.

Elements in reaching a decision include values involved, facts and interpretations of facts. Organization and personal values are not always synonymous.

A problem situation is one in which an interruption is encountered. A future desirable situation must be envisaged which develops expectations. Objectives of organizations and personal motivations are compulsions to find solutions followed by action.

Snap decisions are not necessarily bad. They are a reflection of habitual automatic responses and experience. They must frequently be made if the job is to be done. When a novelty situation is met, additional facts must be obtained. Amount of reports from lower echelon can be too voluminous. It is important to know who does what. Everyone cannot do everything. Many subordinates do not use authority they have for making decisions.

In business and government decisions are often based on whether to govern activities by the mission to be accomplished or on the money to be expended. Dr. Jacobus advocated that at the employee level the job should be oriented to the objectives of the mission. Money funding should be kept at the highest practical management level, in accordance with Bureau of the Budget recommendations to this effect.

Administrators have to decide on how far they can afford to depend on probabilities. Results of many decisions made today will not be realized until several years in the future, at which time the basis for making the original decision may be insupportable.

* * * * *

Professor Gilbert C. Jacobus, Professor of Public Administration, George Washington University, hold the degrees of L. L. B., Georgetown University; M. B. A., New York University; and B. Sc., Rutgers University. He is currently a consultant in executive development programs to several government departments. As Director of the Army Logistics Research Project; he is assisting the Army to improve the management of its logistics system.

A movie (Production 5118) was shown. It pointed out several difficulties that can be avoided by more complete communication between management and employees. It also showed how decisions are affected by incomplete facts. The film was produced by Champion Paper and Fiber Company.

Reference books recommended by Dr. Jacobus included:

Human Behavior by Herbert Simons

Public Administration by Smithburg, Thompson, and Herbert Simons

- Coordinator: Dr. Clarence H. Hoffman, ARS
Summarizers: Edward H. Hansen, AMS
Clarence C. Hanks, REA

LEADERSHIP AT THE NAVAL ACADEMY AND IN THE NAVY

By

CAPTAIN WILLIAM E. LAMB

The Navy has long recognized the need for leadership. John Paul Jones wrote about it in a letter to the Continental Congress which bears studying even today. A Leadership manual prepared about 1925 noted that "today's youth (tomorrow's members of the Navy) are bred in an atmosphere of material comfort and prosperity." This did not mean that they lacked the necessary moral fiber to make good leaders. The same is true today. The Navy has found that in two short summer months, 1250 young men taken into the Academy as plebes can be molded into a capable motivated group of midshipmen.

These same young men during four years:

Learn their first year to be followers--necessary knowledge for a leader.

Acquire minor leadership responsibility in their second year.

During third summer are given responsibility as officers of their own class.

Pinch hit as officers in their third year when the senior class is gone, i.e., during vacation periods.

In their last year actually run the Brigade. They also captain all varsity sports, coach and administer the myriad intramural sports, and on and on. The few officers assigned for the purpose make this necessary.

The officers assigned to directly supervise the midshipmen (the Executive Department) are carefully chosen. Midshipmen learn by example. The officers are not without a sense of humor (stories to illustrate). They grade the midshipmen on officer-like qualities (aptitude marks). Midshipman officers are selected primarily on the basis of standing in aptitude. For example, the Brigade Commander is given that job because he stands #1. Some juggling in standing of the top men may occur because of the need for staff to have men of about the same height.

Academic work in Leadership commenced in 1922 at the Academy. Midshipmen currently take courses in organization and administration; duties of junior officers; psychology of leadership; case studies; military law. Five semester hours are devoted to this study.

-Coordinator: Job K. Savage, Jr.
Summarizer: Charles E. Burkhead

Captain Lamb is Head of Command of the Executive Department at the Naval Academy, teaching navigation, leadership, and naval operations. He is a native of Missouri. He graduated from the Naval Academy with the Class of 1940 and did post graduate work in aeronautics at California Institute of Technology. During World War II and the Korean conflict, he was Fighter Squadron Commander.

COMMUNICATIONS
by
JAMES MILLS ENNEIS

The feelings and emotional attitudes of individuals influence effective communications.

The job of the manager is to get an effective job done through people.

A good management climate permits free communications up and down the administrative line.

The most bizarre behavior of an individual in a group usually represents the general feeling or attitude present in the group.

Concerning non-verbal clues:

People respond unconsciously to their feelings by body movements (gestures, facial expressions, mannerisms, etc.). Hence the manager should learn to take advantage of these symptoms to achieve the desired reactions.

Until the distortion has been eliminated, undesirable reactions (defenses, hostility, fantasies) assert themselves.

With practice, 75-80 per cent accuracy can be achieved in interpreting gestures, although no accurate glossary of interpretations is possible.*

Watching gestures will isolate the observer if the persons being watched guess what the observer is doing.

There are formal and informal structures of organization: formal - the organization chart; informal - the organization as it actually exists and operates. The informal organization also has leaders and groups which may not coincide with the chart. A good administrator must perceive the informal organization and make use of it. He cannot be its leader. To take advantage, he must understand the basic motivation of the informal organization. The good administrator can cause shifts in standards of the informal group through informal leaders.

*Mr. Enneis very effectively demonstrated the meaning of his remarks on non-verbal clues and formal and informal organization structures

Mr. Enneis is Supervisory Psychodramatist at Saint Elizabeth's Hospital, Washington, D. C. He was educated at the University of Georgia and at Western Reserve University. He was a Fulbright lecturer on "Group and Action Methods in Therapy in Industry" at the Sorbonne, Paris. Currently he is teaching the course in "Human Relations in Administration" in the USDA Graduate School.

by having selected Work Group participants dramatize problems confronting employees and their supervisors in actual office situations. After the "actors" had played out their roles, Mr. Enneis interpreted their gestures and mannerisms so that the real meaning of the situation in which each was involved would be more apparent.

Coordinator: John M. Lovorn
Summarizers: Richard G. Oakley
Everett Felber

PUBLIC RELATIONS (I)
by
R. LYLE WEBSTER

I Place of Public Information in Administration and Management

- A. Make facts of day-to-day and long-range implications of program, as authorized by Congress, known to the public.
- B. Review what effects your public relations have on people.

II Good Public Relations Can Be Attained by:

- A. Disseminating information.
- B. Permitting free access by public to information on what Government is doing.
- C. Reflection as to what people think about what you are doing.

III Principles of Public Relations

- A. Unavoidable.
- B. Built-in.

IV "Musts" of Public Relations

- A. Must be right.
- B. Must be continuous.
- C. Must be understandable.

Mr. Webster has been Director of Information, USDA, since 1951. He received the USDA Distinguished Service Award in 1958. He is a graduate of the University of North Dakota. Mr. Webster has an M.A. degree from the Pulitzer School of Journalism, Columbia University, and a Ph.D. degree in Public Administration from American University. He is a member of the American Society of Public Administration, the Agricultural Relations Council, the National Press Club, Newspaper Farm Editors' Association, the National Association of Television and Radio Farm Directors, and other professional groups.

A public information program is a definite part of administration and management. The two principal elements of a public information program are to make the facts known to the public and to keep abreast of the effects your public relations program is having on the public. Public relations cannot be avoided. To make employees good spokesmen for the agency, an agency should build public relations into its policies, procedures and jobs.

A public relations program cannot be used to cover up a poor program or administration. It must be right. It must be continuous, and it must be geared to meet the understanding and needs of audiences by a variety of media. Specialized skills should be blended into the development of a public relations program as intermediaries between the scientist and the public. An agency must make an occasional evaluation as to (1) how much of the material is getting through, (2) what happens to it after it gets through, and (3) what the public does with it after it gets through.

Coordinator: Benjamin F. Robinson, B&F
Summarizer: Leon W. Gassman, SCS

PUBLIC RELATIONS (II)

by

EARL W. McMUNN

Everyone in an organization should work at creating a good image of the organization. This is the primary function of public relations people. But everyone in an organization should be taught what information services they can and should provide. All can help.

Public relations people work in a "knowledge factory." The product is information made available to the public.

The purpose of public relations is to serve others. Information stories should be developed with this in mind.

Knowledge must be suited to the medium in which it is dispensed. If you want to get information across to farmers, it is well to remember that about half of them (according to a poll conducted by Everett Rogers) get most of their information from farm magazines.

In writing for publication, use language people understand. They understand short words in short sentences.

Public relations is a continuing affair. It can't be turned on and off at will. It doesn't pay to be bashful or apologetic about what you are doing. At the same time, be sure the information you give creates an accurate image. Take a positive approach toward the information disseminated.

To summarize: Public relations is a full-time job for every member of an organization. Give people the type of information that will do them the most good. When you tell a man how to make money, to live better, or to enjoy life more, he is really interested.

USDA is supported by the people to serve the people. The Department should use every possible information vehicle to reach the public. People should be told in positive terms of the benefits made available to everyone, such as better food at lower prices. City people reap the benefits of agricultural achievements through better and more varied diets. Encourage young people to stay in agriculture and its related fields for it is a profitable way of life with many opportunities.

We should live public relations all the time to create an accurate image of our Department.

Coordinator: Benjamin F. Robinson

Summarizer: Larry A. Tornese

Mr. McMunn, a native of Ohio, graduated from Ohio State University with a B.S. degree in Agriculture in 1934. He joined the staff of the Ohio Farmer in 1936. He has been editor of that publication for the past 12 years.

CREATIVITY AND INNOVATION
by
LeROY SCHNEIDER

Creative thinking is an art which is learnable.

Learning

1. Mental powers used:

- a. Absorptive - the ability to observe.
- b. Retentive - the ability to recall.

2. Areas of mind used:

- a. The conscious - that of which you are aware.
- b. The preconscious - the knowledge you store.
- c. The subconscious - that of which you are not aware - it can be used.

3. Reasons for failure:

- a. Physical.
- b. Emotional.
- c. Social.

Thinking

1. Powers used:

- a. Reasoning - the ability to judge.
- b. Creative - the ability to generate ideas.

2. Process:

- a. Memory - to start.
- b. Imagination - to help find a solution.
- c. Judgment - to evaluate.

Mr. Schneider is the president of the Schneider Oil Company, Inc., LeRoy Schneider Company, Inc., Schneider Enterprises, Inc., and Lexco Corporation. He is a conference leader at the Creative Thinking Institute, University of Buffalo, and instructor of Creative Problem Solving and Suspended Judgment for Management in Sales and Supervision. Mr. Schneider is a member of the Advisory Board, Creative Education Foundation, and a member of the Management Institute of Development.

In solving a problem we should:

Maintain an open mind:

1. Eliminate mental blocks.
2. Stop and find out why things are done - there may be an easier way.

Be sensitive to the problem

1. What is your first concept? Are you satisfied with it?
2. Suspend your judgment.
3. Understand attitudes.
4. Know your true objective.

Be flexible in your thinking - take every idea that comes along, do not judge.

Man's ability to adapt to changes can be tied in partially with his ability to satisfy his drives.

Basic Drives:

1. His NEEDS are those innate and unlearned demands of his animal nature, and are satisfied by food, rest, exercise, shelter, comfort, and the like. They are also twofold - monetary and psychic.
2. His WANTS are related to self-preservation and are satisfied by protective measures against danger and threat to his existence and means of existence.
3. His DESIRERS are social in nature and are satisfied by love, friendship, acceptance, belonging, and other such forms of association with people.
4. His HOPES are individual in nature and are satisfied by respect, recognition, status, appreciation, achievement, self-confidence, and other forms of individuality and independence.
5. His AIMS are broader in concept and are satisfied by his own growth, personal creativity, self-fulfillment, sense of personal dignity, and any other form of attainment of his full human potential.

To meet barriers to on-going activity, an adjustment is required.

Varieties of adjustment:

1. Direct attack.
2. Substitute act of possible positive value.

3. Substitute acts of negative value.
4. Advances stages of negative value adjustment.

Coordinator: W. W. Gano
Summarizers: Joseph P. Flannery
Charles E. Robinson

WORK GROUP PRESENTATIONS ON SIMULATION EXERCISE

Instructions furnished the work groups for this exercise hypothesized enactment of legislation, the principal provisions of which were stated in these terms:

"Sec. 3. The Secretary of Agriculture, independently and in cooperation with other agencies of the Federal Government, agencies of the state and local Governments, and private organizations and individuals, is authorized and directed to develop and place into effect a broad program to relieve unemployment, develop underdeveloped areas, improve economic conditions in such areas, (etc.). To this end the Secretary shall have power and authority to (1) make loans and grants to public and private agencies and individuals; (2) provide for relocation of families in rural areas which are not suited to further economic development; (3) develop through loans, grants, subsidies or otherwise, economically sufficient farms and industrial establishments; (4) provide food and clothing from surplus stocks of United States agricultural products, either directly to recipients or through state or local agencies, and to provide necessary processing of agricultural commodities for such purpose; and (5) carry on the emergency work programs for the improvement of such areas and for the improvement and conservation of natural resources.

"Sec. 4. The Commodity Credit Corporation is authorized and directed to turn over to the Secretary of Agriculture upon request such surplus agricultural products under such terms and conditions as the Secretary shall provide and without regard to limitations in existing law.

"Sec. 5. The Secretary of Agriculture is authorized:

(a) To employ such personnel in accordance with Civil Service laws and the Classification Act of 1949, as amended, as he may deem necessary. In order to more effectively administer the programs relating to this Act, there are hereby established in the Department of Agriculture two additional positions in grade 18, four additional positions in grade 17, and six additional positions in grade 16 of the General Schedule of the Classification Act of 1949, as amended. Such positions shall be in addition to the number of positions authorized to be placed in such grades by section 505 (b) of such Act. These positions shall also be in addition to the total number of such positions allocated to the Department on date of enactment of this Act.

(b) To utilize with the consent of the agency involved, the services and facilities of any other Government agency on a reimbursable or a nonreimbursable basis and accept and utilize the services of state and local agencies.

(c) To utilize voluntary and uncompensated services by individuals or organizations as may from time to time be needed.

(d) Accept gifts of land, supplies, equipment and facilities.

- (e) Purchase or hire motor vehicles and airplanes.
- (f) Employ on a temporary basis at a rate not to exceed \$100 a day, experts and consultants.

"Sec. 6. There is authorized to be appropriated such funds as may be necessary to carry out this Act."

In order to solve the problem of "Depressed economic areas" all three work groups presented plans that would utilize existing agencies and authorities at local levels. Recommended organizational structures at state and national levels, however, varied considerably.

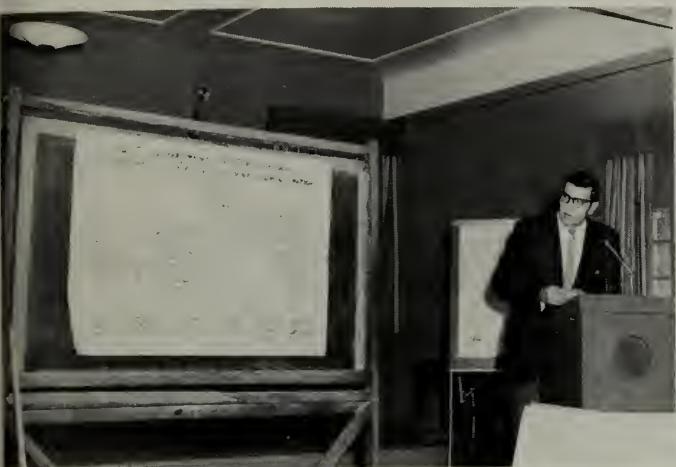
Work Group No. 1 recommended the formation of a new agency, "The Economic Redevelopment Administration," within the United States Department of Agriculture. By their plan, coordination would be at the national level. Group No. 2 recommended the creation of a new agency, "The Rural Rehabilitation Service," in USDA, with a coordinator in the Office of the Secretary. Their plan included an organizational structure at the state level, with a State Administrator for each state. It also provided for the use of advisory groups at state and local levels in planning and evaluating apparent needs and proposed programs. Group No. 3 provided for a "Rural Development Coordinator," this to be an additional function of the Director of Agricultural Credit Services. The entire program, by their plan, would be developed by and coordinated through the Farmers Home Administration with the assistance and cooperation of other Federal and State agencies.

The evaluating panel complimented all work groups for ". . .having learned their lessons so well." They pointed out some of the pitfalls of both overorganization and underorganization. They also noted that all of the plans could have placed more emphasis on coordinating and carrying out action phases of the program.

Mr. Loftus presented the following series of steps that could be used in solving problems such as that given:

1. Study the legislative history.
2. Outline the objectives.
3. Visualize the problems.
4. Determine the terms of the program.
5. Provide for coordination with existing programs.
6. Establish eligibility standards.
7. Prescribe a method of operation.
8. Set up an organization and define functions of staff.
9. Provide for financing.

- Summarizers: Joe F. Davis
T. J. Biddle



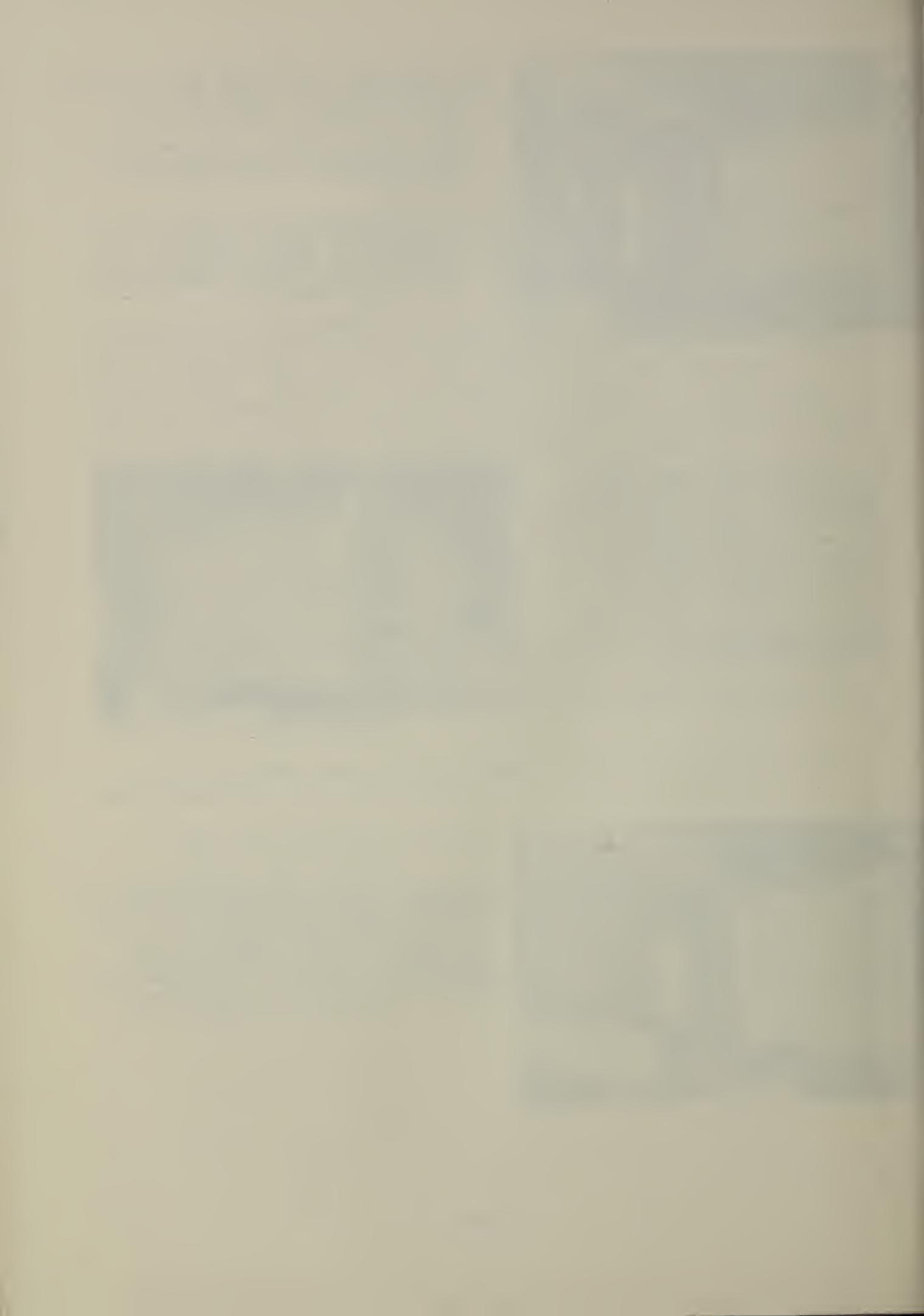
Lee Gassmann warms up to job of selling idea of superiority of organization proposed by Simulation Work Group I (Dr. Clarence Hoffman, Chairman) for solving problems of depressed areas. His theme:

Most agencies will do o.k.
Come fair or stormy weather;
But when you want a first-rate job,
It's SCS, forever!

Joe Flannery waves wand over organization chart developed by Work Group II (Ward Gano, Chairman) as its contribution to thinking about direction and staffing needed to make the rural development program hum. Experts on the critique panel refused to be charmed.



Chairman Terry McAdams, Work Group III, begins to look weary after 35 minutes of expounding advantages of their plan to organize for an effective rural development program. His famous last words: "Give me five minutes more..."



WORK GROUPS FOR SIMULATION EXERCISE

NAME

AGENCY

WORK GROUP NO. 1

Dr. Clarence H. Hoffman (Chairman)	ARS
Clifford W. York	ACPS
T. J. Biddle	ARS
Leon W. Gassman	SCS
J. C. Winter	AMS
Charles E. Robinson	CEA
John M. Lovorn	FHA
Larry A. Tornese	OAM
Albert W. Matthews	OI
Monte K. Pierce	FS

WORK GROUP NO. 2

W. W. Gano (Chairman)	FS
Richard G. Oakley	ARS
Joseph P. Flannery	FES
Nuel J. Hurtick	SCS
Edward H. Hanson	AMS
Riley H. Kirby	FAS
Everett Felber	CSS
Joe F. Davis	CSS
Clarence C. Hanks	REA
Mrs. Blanche L. Oliveri	LIB

WORK GROUP NO. 3

Terry J. McAdams (Chairman)	P&O
Paul B. Zumbro	ARS
Job K. Savage	FCS
Charles E. Burkhead	AMS
John J. Gardner	AMS
Clifton C. Warren	FAS
Stanley K. Thurston	CSS
William J. Nichols	REA
Benjamin F. Robinson	B&F
Thomas T. Townsend	OP

CRITIQUE PANEL FOR SIMULATION EXERCISE

Joseph P. Loftus
Director, Office of
Administrative Management
USDA, Washington, D. C.

Gordon D. Fox
Deputy, Administration
Forest Service, USDA
Washington, D. C.

Elmer Mostow
Assistant for Staff Legal
Services, Office of the
General Counsel, USDA
Washington, D. C.

James H. Starkey
Deputy Executive Assistant
Administrator, Agricultural
Research Service, USDA
Washington, D. C.

REPORT OF EVALUATION COMMITTEE
TAM WORKSHOP, ANNAPOLIS, MARYLAND

The stated objectives of the workshop were to:

1. Develop management attitudes, skills, and knowledge.
2. Bring about a broader understanding of the functioning of the Department of Agriculture.

At the start of the workshop, the participants listed the following areas in which they felt they needed help most (listed in descending order of frequency):

1. Communicating and working effectively with people.
2. Planning, programming, and budgeting.
3. Selecting, motivating, and retaining desirable personnel.
4. Understanding and relating all programs of USDA.
5. Using time wisely.
6. Reaching better decisions.

The individual evaluations of the workshop submitted at its close indicate a very high degree of satisfaction by the individual participants. They reported (1) a better understanding of the Department and its programs than before they attended, (2) that the subject matter discussed would substantially benefit them personally, and (3) the total workshop would contribute to improved official performance. The balance of speakers between government and nongovernment, the balance obtained in the subject matter presented, and the overall effectiveness of the speakers were exceptionally good. Obviously some of the topics and some speakers were more helpful than others to the participants, varying to a large extent on the participants' own previous experience and knowledge and upon their present jobs (all learning takes place on the perimeter of knowledge). It is perhaps significant that the two subject matter topics which were found most interesting to members of the group personally and which each found most useful or practical on his day-to-day job were the same, namely:
1) decision making, and 2) communications.

For the benefit of those planning future workshops, it is reported that the effectiveness of visual aids in the workshop was rated lower than that of any other teaching method employed and that the use of visual aids was the weakest part of the entire program. Close behind was the rating of the profitableness of the simulation exercise. In general, it would appear that if a simulation exercise is to continue to be a part of the program, it should be more closely integrated into the total program. Perhaps this could be accomplished by arranging the half day subject matter items in such order that they will be more closely related to the work group discussions. There was also considerable feeling that the work groups demanded too much time of the participants. This does not mean that the participants were not willing or anxious to devote more than eight hours a day to the workshop, but rather that by rushing from meetings of the workshop to the work groups, they felt no opportunity was provided for small group discussions.

of the subject matters covered in the main sessions. Perhaps more of the subject matters presented would have been retained if the opportunity for "buzz" sessions had been provided. Unquestionably, the simulation exercise provided the participants with a broader understanding of the present functioning of the various agencies of the Department and the critique provided some valuable points on the principles of organization.

It was unfortunate that renovation of the hotel was going on during the workshop. However, the cooperation of the builder in keeping noise to a minimum was conspicuous. In future workshops it would appear desirable to provide small meeting rooms for the work groups.

Finally it was the deep feeling of the group that the Executive Secretary of the TAM Workshops, Al Greatorex, deserved great praise for the effective program presented. His personal contributions were deeply appreciated.

Everett Felber, Chairman
Evaluation Committee

CLOSING ACTIVITIES

ANNAPOLIS TAM WORKSHOP

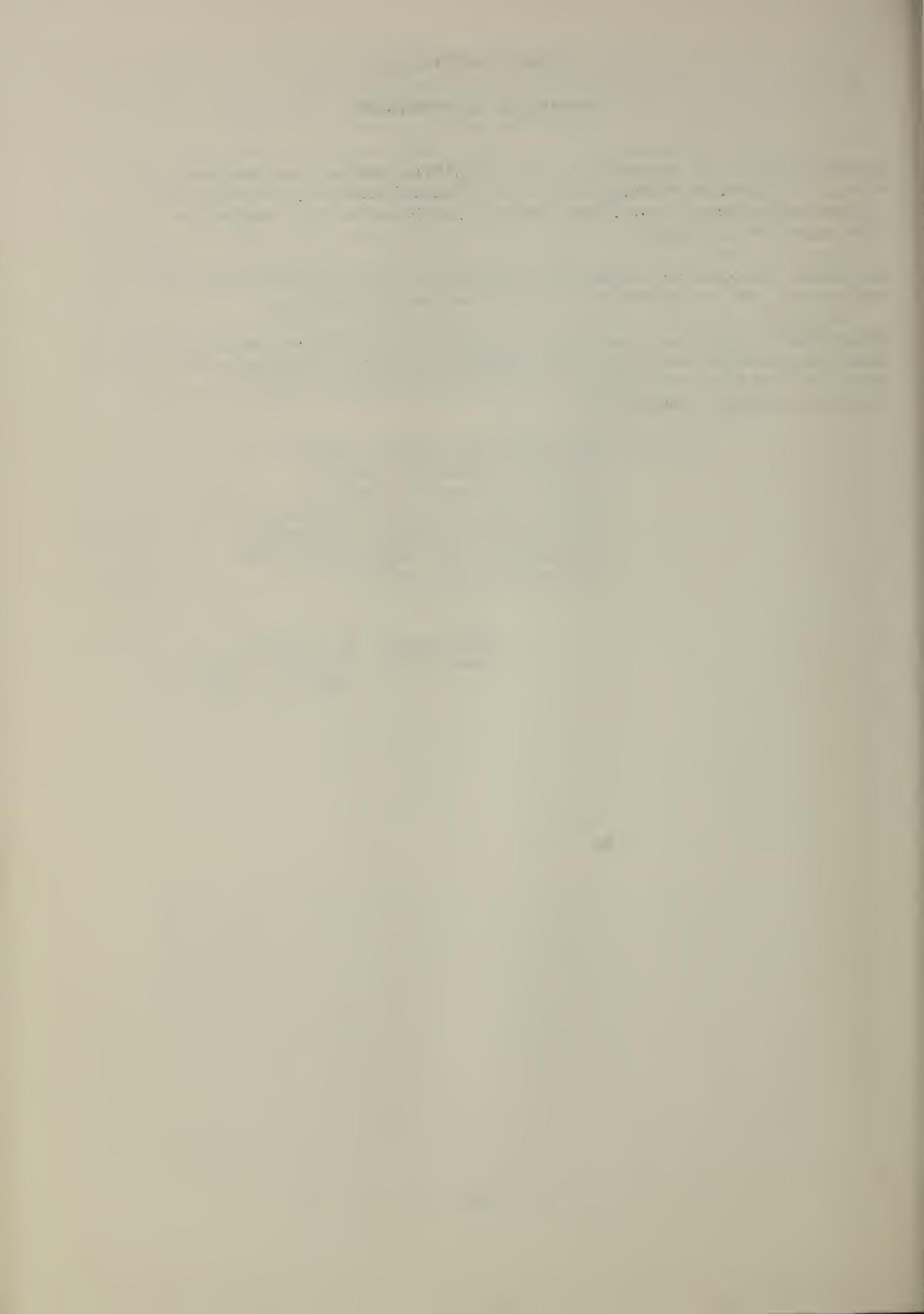
Because of its high regard for his role-playing ability as demonstrated during the Thursday morning session on "Communications," the Work Group presented an "Oscar" to Al Matthews of the Office of Information as "TAM Actor of the Week."

The group also gave Al Greatorex a standing vote of applause for his outstanding job as Executive Secretary of the TAM Workshop.

Mrs. Blanche Oliveri of the Library presented Mr. Greatorex with a gift award on behalf of the group and in token of its appreciation. In addition, the Advisory Committee offered the following resolution, which the group adopted unanimously:

This Work Group highly commends
Mr. Albert Greatorex and the
Management Planning Committee
for the most efficient and effective
way they have planned, coordinated
and executed this TAM Workshop here
at Annapolis, Maryland.

Coordinator: W. W. Gano
Summarizers: Joseph P. Flannery
Charles E. Robinson



A P P E N D I X E S

APPENDIX A

PROGRAM AGENDA

TAM (Training in Administrative Management) Workshop
Carvel Hall
Annapolis, Maryland
September 25-30, 1960

Sunday, September 25, 1960

Evening Session

7:00 - 9:30

Welcome Address	Joseph P. Flannery Director, Division of Management Operations, Federal Extension Service USDA, Washington, D. C.
Introduction of Participants	Charles E. Robinson Director, Compliance Division Commodity Exchange Authority USDA, Washington, D.C. Session Coordinator
Background and Objectives of Tam Program . . .	Joseph P. Loftus Director, Office of Administrative Management USDA, Washington, D. C. Co-Chairman, TAM Work Group
Announcements	Albert T. Greatorex Office of Personnel, USDA Executive Secretary TAM Work Groups

APPENDIX A

Monday, September 26, 1960

Morning Session

9:00 - 12:30

9:00 - 10:45

Broader Understanding of USDA Max P. Reid
Assistant Director
Personnel Management
Office of Personnel
USDA, Washington, D.C.

11:00 - 12:30

The Public Executive's Environment Dr. O. Glenn Stahl
Director, Bureau of
Programs and Standards
U. S. Civil Service
Commission, Washington,
D. C.

Afternoon Session

1:30 - 5:00

How Management of Government

is Different Cecil E. Goode
Management Analyst
Office of Management and
Organization
Bureau of the Budget
Washington, D. C.

Governmental Management Problems Ahead

Thomas D. Morris
Assistant Director
Management & Organization
Bureau of the Budget
Washington, D. C.

Tuesday, September 27, 1960

Morning Session

9:00 - 12:30

Working Effectively with People

Dr. Arthur R. Laney, Jr.
Assistant to Director of
Personnel, Washington
Gas Light Company
Washington, D. C.

APPENDIX A

Afternoon Session
1:30 - 5:00

Selecting and Developing Managers William F. Rodgers
Director of Personnel
Giant Food Incorporated
Washington, D. C.

Wednesday, September 28, 1960

Morning Session
9:00 - 12:30

Organizing for Effective Accomplishment
of Program David D. Levine
Planning and Program
Officer, Systems and
Procedures Division
Office of Administration
General Services
Administration
Washington, D. C.

Afternoon Session
1:30 - 5:00

Decision Making Prof. Gilbert C. Jacobus
School of Public
Administration
George Washington University
Washington, D. C.

After Dinner Meeting
8:00 - 9:30

Leadership at the Naval Academy
and in the Navy CAPT. William E. Lamb
Head of Command
Executive Department
U. S. Naval Academy
Annapolis, Maryland

APPENDIX A

Thursday, September 29, 1960

Morning Session
9:00 - 12:30

Communications James Mills Enneis
Supervisory Psychodramatist
Saint Elizabeths Hospital
Washington, D. C.

Afternoon Session
1:30 - 5:00

Public Relations R. Lyle Webster, Director
Office of Information
U. S. Department of
Agriculture
Washington, D. C.

Earl McMunn, Editor
Ohio Farmer
Cleveland, Ohio

Friday, September 30, 1960

Morning Session
9:00 - 12:30

Work Group Presentation on Simulation Exercise

APPENDIX A

Afternoon Session

1:30 - 5:30

1:30 - 4:30

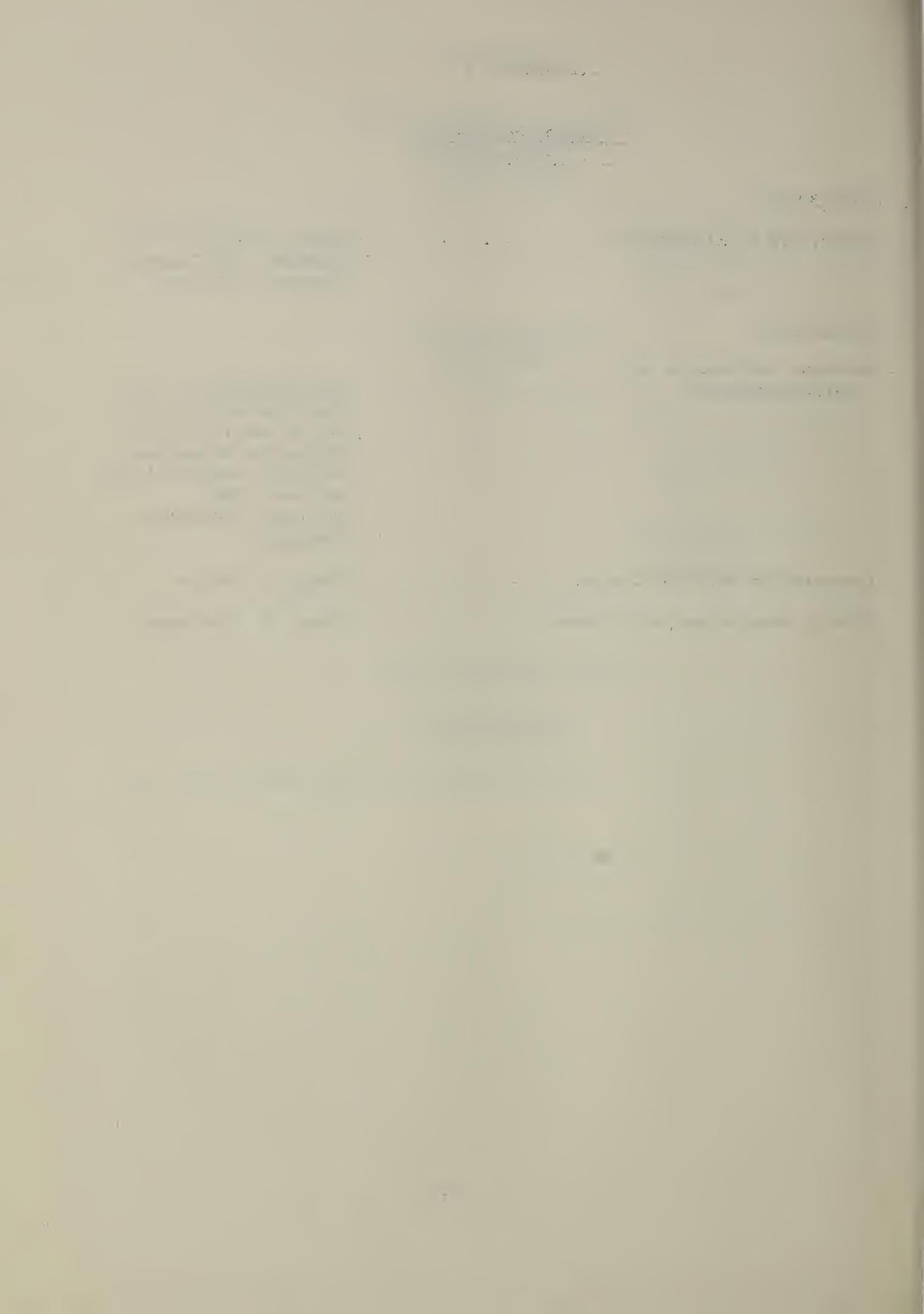
Creativity and Innovation LeRoy Schneider
Schneider Oil Company
Roanoke, Virginia

4:30 - 5:30

Workshop Evaluations and
Recommendations , , Everett Felber
Staff Assistant to the
Deputy Administrator
Production Adjustment
Commodity Stabilization
Service, USDA
Chairman, Evaluation
Committee

Presentation of Certificates Joseph P. Loftus

Closing Remarks and Adjournment Albert T. Greatorex



APPENDIX B

AGENCY PARTICIPANTS

<u>Agency</u>	<u>Name, Position, & Division</u>
Agricultural Conservation Program Service	Clifford W. York Staff Assistant
Agricultural Research Service	Richard G. Oakley Chief, Methods and Procedures Branch, Plant Quarantine Division
	Paul B. Zumbro Assistant to the Chief in Charge of Poultry Improvement Staff, Poultry Research Branch, Animal Husbandry Research Division
	T. J. Biddle, Safety Officer Employee Development and Safety Branch, Personnel Division
	Dr. Clarence H. Hoffman Assistant Director Entomology Research Division
Farmer Cooperative Service	Job K. Savage, Jr. Chief, Special Crops Branch Marketing Division
Federal Extension Service	Joseph P. Flannery Director, Division of Management Operations
Forest Service	W. W. Gano Chief, Branch of Civil Engineering, Division of Engineering
	Monte K. Pierce, National Air Operations Officer, Division of Fire Control
Soil Conservation Service	Leon W. Gassman, Employee-Management Relations Specialist, Personnel Management Division
	Nuel J. Hurtick, Management Analysis Officer, Records Management and Communications Branch, Administrative Services Division

APPENDIX B

<u>Agency</u>	<u>Name, Position, & Division</u>
Agricultural Marketing Service	Charles E. Burkhead, Chief Field Crops Statistics Branch Agricultural Estimates Division
	J. C. Winter, Chief Transportation Research Branch Transportation and Facilities Division
	Edward H. Hansen, Eastern Area Supervisor, Dairy and Poultry Market News, Dairy Division
	John J. Gardner, Head Complaint Section, Regulatory Branch, Fruit and Vegetable Division
Commodity Exchange Authority	Charles E. Robinson, Director Compliance Division
Foreign Agricultural Service	Riley H. Kirby, Agriculture Economist (International) Far East Analysis Branch Foreign Agricultural Analysis Division
	Clifton C. Warren, Poultry Products Marketing Specialist, Foreign Marketing Branch Dairy & Poultry Division
Commodity Stabilization Service	Stanley K. Thurston Agricultural Economist Quota and Allotment Branch Sugar Division
	Everett Felber, Staff Assistant to the Deputy Administrator Production Adjustment
	Joe F. Davis, Agricultural Economist, Oils and Peanut Division
Farmers Home Administration	John M. Lovorn Real Estate Loan Officer Real Estate Loan Division

APPENDIX B

<u>Agency</u>	<u>Name, Position, & Division</u>
Rural Electrification Administration	Clarence C. Hanks Assistant Director, North Central Area-Telephone
	William J. Nichols Assistant Director, Western Area Telephone
Office of Administrative Management	Larry A. Tornese Management Analyst
Office of Budget and Finance	Benjamin F. Robinson Assistant Chief Division of Internal Audit
Office of Information	Albert W. Matthews, Chief Photography Services Photography Division
Library	Mrs. Blanche L. Oliveri Chief, Division of Administrative Management
Office of Personnel	Thomas T. Townsend Personnel Management Specialist Personnel Management and Review Division
Office of Plant and Operations	Terry J. McAdams Assistant Director

APPENDIX C

COMMITTEE ASSIGNMENTSADVISORY COMMITTEE:

<u>Name</u>	<u>Agency</u>
Charles E. Burkhead	AMS
Joe F. Davis	CSS
W. W. Gano	FS
Dr. Clarence H. Hoffman	ARS
Albert W. Matthews	OI

This Committee will work closely with the Workshop Director. The Committee's responsibility will be to assist the Workshop Director to plan, organize, modify, and conduct the daily activities of the Workshop.

EDITORIAL COMMITTEE:

<u>Name</u>	<u>Agency</u>
T. J. Biddle	ARS
Joseph P. Flannery	FES
Nuel J. Hurtick	SCS
John M. Lovorn	FHA
William J. Nichols	REA
Charles E. Robinson	CEA
Job K. Savage, Jr.	FCS
Larry A. Tornese	QAM
Thomas Townsend	OP
J. C. Winter	AMS

This Committee will be responsible for the preparation (Drafts) of the Proceedings of the workshop. The report will contain copies of summaries of talks and discussions; brief biographical sketch of each speaker; name of session coordinator and summarizers. The Committee will prescribe the format of this report and the use of other related program materials.

RECREATION AND SOCIAL COMMITTEE:

<u>Name</u>	<u>Agency</u>
Leon W. Gassmann	SCS
Clarence C. Hanks	REA
Benjamin F. Robinson	OB&F
Clifton C. Warren	FAS

This Committee will be responsible for exploring, planning, and arranging recreation and/or social activities during the week of the Workshop. Recommendations concerning recreation or social activities should be presented to the Advisory Committee and Workshop Director for concurrence.

APPENDIX C

EVALUATION COMMITTEE

<u>Name</u>	<u>Agency</u>
Everett Felber	CSS
Edward H. Hansen	AMS
Terry J. McAdams	OP&O
Richard G. Oakley	ARS
Riley H. Kirby	FAS
Clifford W. York	ACPS

This Committee will be responsible for establishing methods and procedures for appraising the daily activities of the workshop. Recommended evaluation methods and procedures will be presented to the Advisory Committee and Workshop Director for concurrence. Summaries of appraisals will be presented to the participants at large in such manner and at such time as deemed appropriate by this Committee.

LIBRARY AND VISUAL AIDS COMMITTEE:

<u>Name</u>	<u>Agency</u>
John J. Gardner	AMS
Mrs. Blanche L. Oliveri	LIB
Monte K. Pierce	FS
Donald M. Swartz	CSS
Paul B. Zumbo	ARS

A library will be set up for use by the participants at the workshop. These references have been made available to us by the Department's Library. This Committee will be responsible for establishing a control procedure through which these references may be borrowed by workshop participants.

In addition, several film dealing with management subjects and the work of USDA have been loaned or rented for use in this training program. This Committee will preview such film selecting those they feel pertinent to the topics and objectives of the program. The selected film may be shown during the daily program sessions or as separate evening presentations.

In carrying out these responsibilities, this Committee should work closely with the Advisory Committee in making arrangements for the showing of such film.

APPENDIX D

REPORT OF THE ADVISORY COMMITTEE

The job of the Advisory Committee was to assist the Director of the Workshop wherever possible and advise him as to current changes that were recommended by various members of the Workshop, as well as the Advisory Committee, regarding ways to improve the Workshop from day to day.

The Committee met about three times during the session and conferred informally at other times regarding matters that came to the attention of the Chairman as well as the members. A few specific items were recommended to the Chairman:

1. The Committee recommended that the adjournment be at 4:30 on Friday, September 30, instead of 5:30 as originally scheduled, in order to enable some of the participants to catch a 5:30 bus for Washington and Virginia areas. This was accepted and the meeting adjourned about 4:30 Friday p.m.
2. The Committee recommended that the group attend the Cadet Review at the Naval Academy on Wednesday, September 28. At first it was thought that this review would last about an hour and that the group would be able to work this hour in, but in checking with the Academy officials about noon on September 28, Mr. Greatorex learned that the Academy would have to be notified by 12:30 that day if the group was going to attend, that it would take 30 minutes each way to go and come from the Review, that the Review would probably not end until about 5 p.m. Since the speaker that afternoon was Professor Jacobus of George Washington University and his lecture would have to be have been cancelled, it was thought best that the group not attend the Review. This was approved and the Workshop continued with Professor Jacobus taking his regularly scheduled time.
3. It was recommended that some pictorial review of the meeting be made. No one had a camera, but Mr. Albert Matthews of the Department Photographic Service called and asked Mr. Joe Loftus to bring a camera on Friday morning, September 30. This was done and Mr. Matthews made about a half dozen pictures of various people in action and the group as a whole. Prints of these pictures are available for those who want them.
4. It was recommended that at future conferences a typewriter be made available and if possible a secretary also to service the group. As it was, there was no typewriter and no secretarial talent. Mr. McAdams did provide a typewriter from a local Department agency but this arrangement was not very satisfactory.
5. The Advisory Committee recommended that the banquet be held on Wednesday night and it was suggested that the wife of Captain Lamb be invited. As it turned out, only the Captain appeared at the banquet, had dinner with the group and discussed management activities at the Naval Academy.

6. The Committee suggested that each coordinator ascertain from the speakers if they had handouts, copies of their speeches, or at least outlines so that these could be made available to the summarizers. After this suggestion was made to the Workshop Director, an announcement was made and this matter was taken care of by the coordinators.

7. The Advisory Committee was of the opinion that perhaps it was not called upon enough by the Workshop Director, Mr. Greatorex, but so far as is known, the Committee did fulfill its requirements and obligations.

8. The Advisory Committee was to pass on all suggestions made by other groups. So far as the Committee knows, other Committees did check their ideas with the Advisory Committee and obtained its approval in all cases.

Charles E. Burkhead, Chairman
Advisory Committee

APPENDIX E

BIBLIOGRAPHY - BOOKS PROVIDED BY USDA LIBRARY FOR PARTICIPANTS' USE OR RECOMMENDED FOR FUTURE READING

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